Government of Canada   Gouvernement du Canada

A PUBLIC SERVICE LEARNING ORGANIZATION

C C M D
C C G

Canada

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Learning and Development Committee Members
2000 - 2001

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Message From the Learning and Development Committee

One year ago, public servants across Canada shared with us their views on the key characteristics of a learning organization and what was needed to move the Public Service of Canada in this direction. That input formed the basis for our June 2000 Report -- *Directions for the Future* and the companion *Policy Discussion Paper*.

There was a clear, consistent message from the consultations -- people wanted to see *change*, with tangible results. The ideas and suggestions brought to our attention during the consultation process and reported in *Directions for the Future* were exciting and innovative. Most importantly, they provided a springboard to the promotion of a learning culture in the Public Service.

Over the past year, significant progress has been made on the forty-four initiatives contained in *Directions for the Future*. A complete summary of the initiatives, and progress to date, is provided in Annex 1.

As a committee, we have carried on to explore in detail the corporate-level, recommendations -- those that required a government-wide approach. The first section of this report tells you what we have accomplished. We have been cognizant of the original intent of the Committee of Senior Officials (COSO) sub-groups on recruitment, retention and learning and development, to look beyond immediate needs to those of the future. As you will see, we have also taken very seriously the content and spirit of your input. We have worked, through the dedication and effort of many individuals, to move a number of your suggestions to a stage where they are ready to be implemented. The results of our work are intended to drive the cultural change that we need to develop the Public Service of the future.

We have not been alone in our efforts. Last June, we invited all public servants to look for the possibilities within their reach. We highlighted initiatives that could be undertaken at the individual, team, departmental, regional and community levels. Many public servants have risen to the challenge. The second section of our report acknowledges this work. Specific stories are described further in a companion document, *The Learning Organization in Action: Exemplary Practices**.

As we carried out our work, we recognized that many initiatives would take time and effort to implement. We tried to focus on those areas that we felt were the most critical. We know that our work is just a beginning. The last section of this report looks forward to the further work and opportunities that we see in the near term.

We are proud of what we have accomplished and of the many people who informed, guided and encouraged us along the way. We congratulate and admire the individuals and teams that have created the exemplary practices that have started us down the path of becoming a learning organization. This report is for you. We hope you will see it as confirmation of the commitment to continue moving the learning agenda of the Public Service forward, as well as an assurance that the spirit of innovation we promote for Canada and Canadians will be equally reflected in the management of the Public Service of Canada.
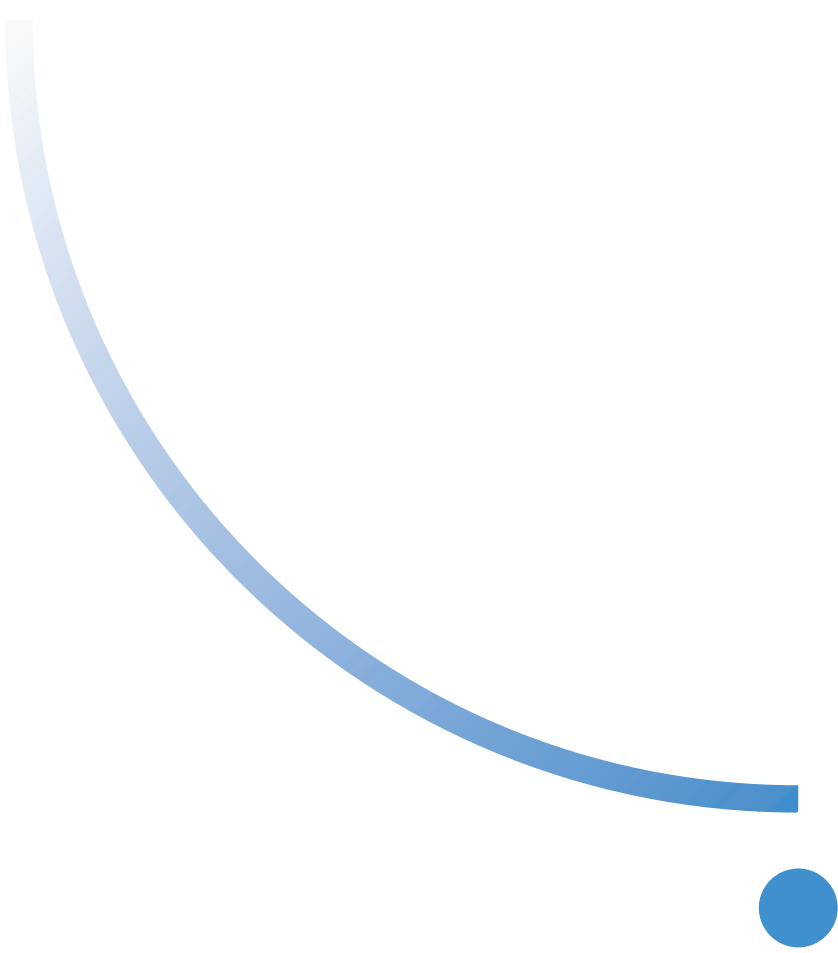
Progress on Corporate-Level Initiatives

Introduction

Learning is increasingly a "top of mind" issue for those concerned about the Public Service of the future. There is a growing recognition that, in the knowledge age, the most important investment the Public Service can make is in its people. It is seen that learning has a central role to play in helping the Public Service successfully compete for talent, employ it for the benefit of all Canadians, and ensure continued excellence for the future. For example:

Learning is increasingly a top of mind issue throughout the Public Service.

- The Speech from the Throne has recognized the importance of a "public service equipped with the skills for a knowledge economy and society" and committed to the modernization required to "ensure the Public Service of Canada is innovative, dynamic and reflective of the diversity of the country".

- The Treasury Board Secretariat Advisory Committee (TBSAC) "Future Directions Forum", a diverse group of public servants brought together to explore the changing nature of work, recognized that investing in people is a key aspect of ensuring the success of the Public Service as an employer of choice in the 21st century.

- The Clerk of the Privy Council, in his last report to the Prime Minister on the Public Service of Canada, noted the transformation that is occurring as the Public Service becomes a modern, people-centred institution able to serve effectively in the knowledge economy and society. He highlighted the need for programs and policies to support public servants in this transformation, such as a government-wide continuous learning policy, portable learning accounts and a learning innovation seed fund.

Our challenge has been to provide the groundwork for those policies and programs necessary to integrate learning into the mission, the practices, and the operations of the Public Service of Canada. In this chapter, we report on our progress to date.

A Proposed Continuous Learning Policy for the Public Service of Canada

Throughout our consultations, and more recently, from the TBSAC Future Directions Forum, we heard that there was first and foremost *a need for a commitment to learning from all levels -- corporate, departmental and individual.* To achieve this commitment, our June 2000 report proposed the creation of a learning charter, a document that would signal the importance of learning and affirm the commitment of all to action. Over the past twelve months, we have worked to formalize that commitment through a proposed Public Service-wide continuous learning policy.

Our *Proposed Continuous Learning Policy for the Public Service of Canada** (see Annex 2) is built around eight commitments which signal the importance placed upon fostering a learning culture, of being a learning organization and valuing lifelong learning. We believe it provides a starting point from which to move forward. The patience and creativity of Brian Johnson and Janine Sherman, from the Canadian Centre for Management Development, in penning our thoughts as we developed this policy was greatly appreciated.

We were encouraged by the Clerk's acknowledgment of the importance of a government-wide learning policy in his report to the Prime Minister in March. All of the members of the Learning and Development Committee have committed to implementing the policy in our own departments and agencies, representing the commitment to learning of fourteen departments and agencies, affecting over 90,000 employees. This is a significant signal of our resolve to make a difference. We recognize, however, that a public service-wide approach would be preferable and hope that the results of our work will prove useful to the Task Force on Modernizing Human Resources Management in the Public Service, and of interest to the Treasury Board Secretariat.

All the members of the Learning and Development Committee have committed to implementing this policy in our own departments and agencies.

Supporting Learning Policies and Learning Plans

While some of the commitments in the *Proposed Continuous Learning Policy for the Public Service of Canada* are already being met in most departments and agencies, almost all acknowledge that further work is needed. To help make this work easier to do, the committee provides departments/agencies with various tools:

Tools are available to support implementing learning policies and learning plans in departments

- *A Guide for Creating a Departmental Learning Policy** pulls together the key components of a model departmental learning policy and provides examples of existing departmental commitments for reference.

- *Your Personal Learning Plan** is a primer for preparing an individual learning plan, including the basic structure and process to be followed.

- *The Learning Coach** is a web-based self-assessment tool to assist individuals in determining their learning needs and charting their learning path.

- *The Learning Journey** is a guide to organizational learning that takes the reader through the various steps of turning learning principles into action. This guide was prepared by the Action Research Roundtable chaired by Samy Watson, Deputy Minister of Agriculture and Agri-Food Canada.

- *Introduction to Lifelong* Learning is a kit designed to orient scientists to management competencies and self-assessment techniques and to assist them in developing a learning plan. This ground-breaking work was undertaken by Bill Doubleday, Senior Visiting Fellow at the Canadian Centre for Management Development. The kit can be ordered through info@ccmd-ccg.gc.ca.

These tools are intended to inform, assist and encourage people as they integrate learning into their everyday work and their organizational mission. They have been provided to meet a demand for information that is practical and hands-on, and we encourage users to make the most of them.

Individual Learning Accounts (ILAs)

Learning accounts were proposed in Directions for the Future as a means of better integrating learning into management practices. We were told that portability was key -- that the accounts should be tied to people rather than departments -- in order to enhance mobility.

Over the past year, we have worked to further develop the concept of Individual Learning Accounts. For this initiative, we appreciate the work of Maryantonett Flumian, Chief Executive Officer of the Canadian Firearms Centre at the Department of Justice and her colleagues, who took on the task of turning the concept of learning accounts into a workable model. They began by exploring the experience of other countries. From there, they looked at the possibilities for the Public Service and have helped us to frame a basic learning accounts model and infrastructure.

The proposed approach, described in *Individual Learning Accounts: Linking Learning to Recruitment, Retention and Renewal**, would establish individual employee accounts of *money to buy* learning activities and *time to participate* in learning activities. The accounts would be portable, moving with an individual wherever they are employed in the Public Service. This concept would have the important benefit of improving consistency across the Public Service in terms of access to time and money for learning.

Individual Learning Accounts can improve consistency of access to time and money for learning across the Public Service.

The next step is to move the proposal to a venue for pilot-testing with particular groups, such as managers, in order to test the concept and its associated infrastructure in practice. Meanwhile, departments wishing to advance the concept could proceed with implementation at the organizational level. While such accounts would not be portable across the Public Service, departmental experimentation would offer important insight into the value of individual learning accounts in improving accessibility to learning and achieving economies of scale.

Again, we are pleased that the Clerk has referenced the importance of portable learning accounts in his last Report to the Prime Minister and hope that our work will prove useful to further progress in the Public Service.

Supporting Learning Needs

Throughout our consultations last year, we heard that more must be done to meet the learning needs of Public Service managers. Various recommendations in *Directions for the Future* spoke to need to support managers in their understanding of issues such as collective risk management; working in a cross-cultural environment; horizontal management; career development; and Canada and its place in the world. A year later, progress has been made in all these areas.

Learning opportunities and tools exist to support managers.

The Canadian Centre for Management Development, thanks to the hard work of Gilles Plante and Michèle Ledoux, has developed a Core Curriculum for Managers that will enable Public Service managers to develop a shared vision, acquire a common body of knowledge that is government-specific, master the skills and competencies critical to performance, and have common values and share common principles. Over the last year, CCMD consulted widely and built this curriculum with valuable input from the Managers' Secretariat and Champion, the Managers' National Council, Training and Development Canada, union representatives, and numerous departments and agencies. Six courses are being offered in the Fall 2001, and a consultative approach and ongoing feedback will continue to guide the work on further course development. Information on the Core Curriculum course content is provided in Annex 3 and CCMD's website, http://www.ccmd-ccg.gc.ca

In addition to the development of the core curriculum, CCMD has:

• Introduced a diversity course, with the support of the Treasury Board's Employment Equity Embracing Change Support Fund.

• Introduced two new courses and a thematic series on Canada in the World.

As well, Action Research Roundtables reports* have been produced, which make leading edge knowledge available to managers so that it can be applied in their work environment:

• *The Learning Journey*: Achieving Excellence, Chaired by Samy Watson, Agriculture and Agri-Food Canada

• *Moving from the Heroic to the Everyday: Lessons Learned from Leading Horizontal Projects*, Chaired by Jim Lahey, Human Resources Development Canada

• *A Foundation for Developing Risk Management Strategies in the Public Service*, Chaired by Ian Shugart, Health Canada

• *Implementing the Social Union Framework Agreement: A Learning and Reference Tool*, Chaired by Alan Nymark, Environment Canada

We appreciate the work of these leaders who took the time to create practical work tools which are now available to managers in the workplace.

Learning Innovation Seed Fund

A learning innovation seed fund was proposed in *Directions for the Future* as a way to encourage experimentation and innovation in the Public Service.

Dawn Nicholson-O'Brien, Senior Visiting Fellow, Knowledge Management, at the Canadian Centre for Management Development enthusiastically researched and developed this concept for the committee. Through her work, *An Innovative Public Service for the 21ˢᵗ Century Learning and Innovation Seed Fund**, we

> *A learning innovation seed fund can help create an environment supportive of learning.*

have learned that there are numerous examples of innovation seed funds in use in other countries, other governments, and the private sector. For example, Singapore established *The Enterprise Challenge* in March 2000 to trial-test and develop innovative ideas for public service. The initial results were so positive they are planning on investing more funds. Royal Dutch/Shell created its *Gamechanger* initiative in 1996. Of the company's five largest growth initiatives in 1999, four had their genesis in *GameChanger*.

This research suggests that there are many benefits of an innovation seed fund that could be realized by the Public Service. Innovation funds not only led to new and better products, but they can make significant strides in changing the culture -- in effect, incubating an environment supportive of learning. The work undertaken to date has advanced our understanding of the innovation seed fund concept and how it could be turned into a workable model for the Public Service.

Once again, we see the Clerk's reference to the idea of an innovation seed fund in his last report to the Prime Minister as a positive factor for advancing this initiative.

Preserving Corporate Memory and Benefitting from Public Service Expertise

During our consultations last year, we were told that a learning organization must learn from both its experienced workers and from those who have retired. We were told that this includes the need for efficient mechanisms to capture best practices as they happen and to disseminate lessons learned and knowledge gained across the organization and at all levels. We know that a challenging time is ahead, as the Public Service faces significant loss of skills, expertise and experience in the next five to ten years.

Over the last year, James Lahey and Germain Laporte of Human Resources Development Canada, have developed an inventory of some of the existing policies and tools that support and facilitate the preservation of corporate memory and the transfer of knowledge, and have documented best practices.

We are encouraged by the enterprising work of several departments which are being creative and innovative in implementing initiatives designed to preserve corporate memory and utilize expertise of their workers and retirees. Many departments are using existing policies and tools to implement mentoring programs that support employees and new recruits in their career development. Others are establishing knowledge management offices to promote knowledge-sharing and create a supportive work environment. For example:

• Statistics Canada has established an Alumni program aimed at retaining the services of retirees that possess specialized skills and expertise to transfer knowledge and teach specific skills.

- Science-based departments such as Agriculture and Agri- Food Canada, Natural Resources, Environment and Fisheries and Oceans have Scientist Emeritus programs. These programs, available to retired scientists that have established a solid reputation in their field, provide support for continuing research and ensures continuity through the transmittal of knowledge and experience.

- Transport Canada is piloting a Knowledge Transfer program for its Regulatory and Inspection community, aimed at facilitating a smooth transfer of organizational knowledge and the retention of key employees.

The Clerk's last Report to the Prime Minister highlighted the fact that we need to develop creative solutions to transfer essential corporate memory and knowledge within the Public Service. To this end, James Lahey and his team have now established an interdepartmental working group of departmental and central agency representatives to share, promote, analyze and assess the use of existing policies and tools. This group is reviewing the current use of these policies and tools in order to build experience that will be useful to others. It is examining the need to refine existing tools to adapt them to current circumstances and it will develop a manager's guide. In support of this process, the Public Service Commission and the Treasury Board Secretariat are exploring possible new initiatives, further delegation and revisiting existing directives concerning the executive group. This work should link in with the initiative on Modernizing Human Resources Management in the Public Service, where the improvement of existing policies, processes and systems within existing legislation is being pursued.

We need creative solutions that allow for the transfer of essential corporate memory and knowledge.

Building an Evaluation Framework

The *Proposed Continuous Learning Policy* commits the Public Service to making progress in promoting a learning culture and becoming a learning organization. We therefore have to be able to measure what we are doing and what is being achieved through those efforts. Information on training, development and learning activities in the Public Service is at best varied, and at worst, non-existent. We know there is a need to develop better measurement tools and methods, and we recognize that commonality in those tools and methodologies would be ideal.
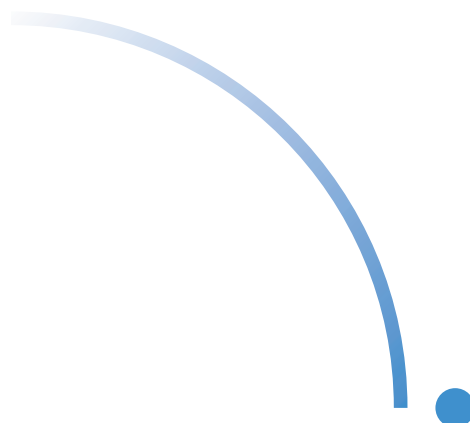
We need to be able to measure what we are doing and what we have achieved.

Measuring and evaluating learning and understanding its costs and benefits is a difficult undertaking. The committee acknowledged this in *Directions for the Future* and has worked, through the diligent efforts of Raymond D'Aoust at the Canadian Centre for Management Development, to develop some common tools that will provide a basis for measurement.

Three tools are now available:

• *Learning Measurement Tool** would collect information through a standardized questionnaire at three stages (pre-assessment, post-assessment and transfer-of-learning). Information collected would be input to a common "learning programs information" website for aggregation and benchmarking.

• *Learning Organization Scorecard** would capture baseline information on learning expenditures and could be supplemented with responses to questions on particular aspects of the learning organization. The scorecard would assist in measuring performance year over year, and may also provide further benchmarking opportunities.

• *Learning Organization Index** monitors perceptions and attitudes towards learning and the learning environment over time based on questions from the Public Service Employee Survey (PSES). Data is converted into a scale to form the index, which can be monitored over time as the PSES is repeated.

The tools are complementary -- there is no single measurement approach that will answer all the questions or provide comprehensive insight on its own. Further work is required to refine them over time. We intend to work closely with those who manage Public Service training institutes and the Heads of Learning Forum to explore issues associated with implementation of a common measurement methodology.

Corporate-Level Initiatives

... IN SUPPORT OF INDIVIDUALS	... IN SUPPORT OF ORGANIZATIONS
Your Personal Learning Plan	Proposed Continuous Learning Policy for the Public Service of Canada
The Learning Coach	A Guide for Creating a Departmental Learning Policy
Individual Learning Accounts	Learning Innovation Seed Fund
Core Curriculum for Managers	Working Group on Preserving Corporate Memory
Diversity: Vision and Action Diversity Leadership in Action (an on-line course follow-up module)	Tools for an Evaluation Framework: Learning Measurement Tool Learning Organization Scorecard Learning Organization Index
Canada in the World - Introductory Canada in the World - Advanced	
Action Research Roundtable Reports: The Learning Journey: Achieving Excellence Moving from the Heroic to the Everyday: Lessons Learned from Leading Horizontal Projects A Foundation for Developing Risk Management Strategies Implementing the Social Union Framework Agreement	

The Learning Organization in Action

Directions for the Future highlighted initiatives that could be undertaken at the individual, team, departmental, regional and community levels to bring the learning organization to life. When we invited all public servants last June to look for the possibilities within their reach, we were optimistic that many would respond. We have not been disappointed.

Over the last year, as we worked to advance the corporate-level initiatives aimed at building a public service learning organization, many others have been working at making things happen on the ground. They have taken action -- responsive, innovative and bold action that put the characteristics of a learning organization into play in the everyday lives of public servants. As individuals, they have changed the way issues are discussed; as teams, they have changed the way information is shared and decisions are taken; and, as organizations, they have contributed to changing the basis upon which people interact with each other. All of these changes are fundamental to becoming a public service learning organization.

Individuals and teams are taking action to put the characteristics of a learning organization into play in the everyday lives of public servants.

The details of several stories we have gathered together are provided in the companion document to this report, *The Learning Organization in Action: Exemplary Practices**.

- Many of the stories focus on the need to better utilize knowledge and to benefit from existing expertise. In some cases, this is related to the impending retirement of knowledgeable people and the need to retain and transfer corporate memory. In others it arises from the need to continually stay ahead of the curve and anticipate new demands for, and uses of, knowledge. In each case, the learning process involved identifying the key information, compiling it, analyzing its value and usefulness against organizational goals or mission and then developing appropriate methods to disseminate it -- for example, networks, mentoring, or electronic information technologies.

- Other stories tell about collaborative, team-based approaches to decision-making. *Directions for the Future* highlighted the importance of diversity in teams, in terms of experience, talent and profession and suggested building platforms for sharing ideas, as well as techniques such as the use of brainstorming with non-experts. Many approaches have been tried and experimented with over the last year, and have led to improved learning practices in organizations, and new, innovative solutions to policy, operational and planning issues within those organizations.

- Still other exemplary practices draw out the importance of horizontal linkages. The development of functional communities bring benefits to individuals through information-sharing networks, as well as to their organization as cross-fertilization of ideas, insight and knowledge occurs. The ability to consolidate needs and address them through a "single window" can deliver important consistency in access as well as achieve economies of scale.

The stories in *Exemplary Practices* are striking in the fact that they show that learning has been used to meet a wide range of challenges being faced by public servants (for example, achieving innovation; recruiting and retaining the best and brightest people; maintaining organizational memory; enhancing organizational capabilities and individuals' knowledge, skills and abilities; as well as making the public service a more healthy and enriching work environment, to name just a few). Each of the stories is an example of the fact that learning organizations develop with each step taken towards integrating learning into our work and mission. They are also evidence that such steps are happening daily.

The actions of the individuals and teams recounted in *Exemplary Practices* are trail-blazing, and they show, most importantly, that relatively modest steps can lead to significant changes and improvements. Each time this happens, the shift towards a learning organization becomes more firmly rooted. The interesting ways that these changes have come about are for you to explore through the individual learning stories in the companion document.

Learning is being used to meed a wide range of challenges faced by public servants.

Looking Ahead

We have come a long way in the last year. Ideas that were simply words on paper have come to life and there is momentum building for change that can transform the Public Service into a model organization for the knowledge age.

We have reported on key initiatives in this report which can help to move the agenda forward, maintain momentum and lay the groundwork for the Public Service of the future. We know that our work is just a beginning. Many of the initiatives identified in this report still need to be implemented and further work needs to be done in other areas to complement and build upon the efforts that have been made to date. In this chapter, we look at our priorities for the coming year.

Capturing the Potential of Technology

Computer-assisted learning holds great promise for promoting learning in the Public Service. While it is clearly not a replacement for other forms of learning, it can complement other methods and play a key role in serving certain needs. It can bring learning to the individual workstation; it can make learning available at a time that is most convenient to the learner; and it can make learning opportunities available on short notice when an immediate learning need arises.

Computer-assisted learning holds great promise for promoting learning in the Public Service.

Employers in the private sector and in other public sectors around the world are increasingly looking to computer-assisted learning for its potential to enhance accessibility and reduce costs. Surveys show that they see the use of this type of learning growing in the near term. *Directions for the Future* also foresaw the benefits of computer-assisted learning and proposed wider access to this learning tool in the Public Service.

On behalf of the committee, David Waung and his team at CCMD have worked over the last year, to explore the potential for computer-assisted learning. They reviewed over 300 computer-assisted learning products and pilot-tested them with over 200 public service managers. Pilot participants told us that online learning is effective, the material is applicable to the workplace and relevant to public service managers. Based on these results, a library of courses has been created that covers the subject areas of leadership, managing human performance, strategic planning, risk management, and leading change.

For an organization as large as the Public Service of Canada, a coordinated approach to purchasing on-line products could significantly reduce the cost to individual departments and enhance accessibility. As well, it could save departments and agencies the time and cost associated with developing or purchasing learning technologies and reviewing and assessing the relevance of course content. But, implementing computer-based learning solutions across the Public Service is not without obstacles. While the cost-per-user of computer-based courses falls dramatically with the number of licences purchased, the benefits accrue to individual learners and departments, while the financial risk is borne by the service provider.

We need to capture the potential of computer-assisted learning. In the coming year, the Learning and Development Committee will undertake further work to explore the benefits of this learning approach. We will work with the Treasury Board Secretariat to find ways to maximize cost-effectiveness by capturing the economies of scale that can be achieved through coordinated purchases. We will strive to achieve the widest possible access to on-line learning products across the Public Service at the lowest possible cost.

We need to capture the potential of computer-assisted learning.

We will also explore the enhanced use of other distance learning technologies (for example, videoconferencing, BTV). Over the years, a number of individual departments have made extensive investments in these technologies, creating the necessary technical infrastructure and developing pools of expertise in the field. We want to explore the potential of this infrastructure and expertise to support distance learning, and ensure that opportunities to more fully exploit the benefits of these technologies are available to other departments and agencies interested in this form of learning. In this respect, we will seek input from a sub-group of the Heads of Learning Forum which has been created to discuss and share experiences with such learning technologies and realize potential economies of scale.

Expanding the Learning and Development Network

An important characteristic of a learning organization is the ability to share, disseminate and benefit from the knowledge and experience of others. Many of the initiatives in Directions for the Future were centered on this premise. These include, for example, the creation of virtual networks, communities of practice, platforms for sharing ideas and knowledge, and fostering horizontal linkages.

The Learning and Development Committee itself has created an important platform for the exchange of insights and ideas on emerging issues. Through discussion and research, initiatives that have taken root on a small scale have been brought to light and explored as examples that may be applied more broadly. There are many potential benefits of a more coordinated approach among those responsible for training, development and learning in the Public Service and we want to explore those benefits more fully.

There are many potential benefits of a more coordinated approach among those responsible for training, development and learning in the Public Service.

Over the coming year, we will invite those who manage learning institutes and training and development organizations in the Public Service to contribute to our agenda for change. The committee will challenge this group to work together to undertake projects on issues of common interest aimed at enhancing the contribution their organizations make to equipping the Public Service for the knowledge economy. Such areas of common interest may include evaluation and measurement, the business case for investing in learning and development, the economics and financing of such investments, as well as working to better connect those who supply learning and development and those who are their client, identifying obstacles to learning and development and finding strategies to address them.
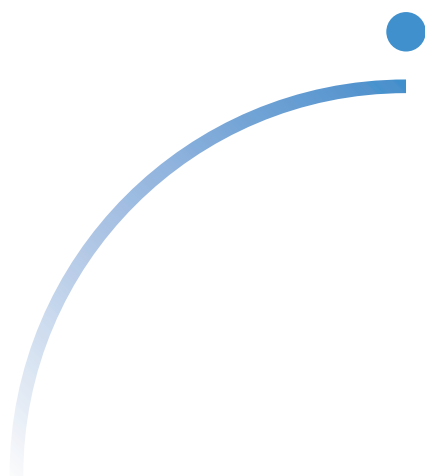
We will also look to the Heads of Learning Forum as another avenue for working together on learning priorities. The Forum is an interdepartmental network of persons directly responsible for working in the field of learning in their organization. It is a valuable horizontal linkage in which learning expertise, resources, best practices, tools and techniques are exchanged. Under the leadership of the Public Service Commission (Training and Development Canada) and the Department of National Defence, the Forum is being re-vitalized and re-positioned to have a larger strategic role in the development and implementation of the Public Service learning agenda. It pools the expertise and experience of its members in translating strategic direction into concrete learning actions. In this way, the group can serve as a critical link between the learning needs of departments and agencies and those who provide the services to address those needs and it can provide useful insight for our ongoing work.
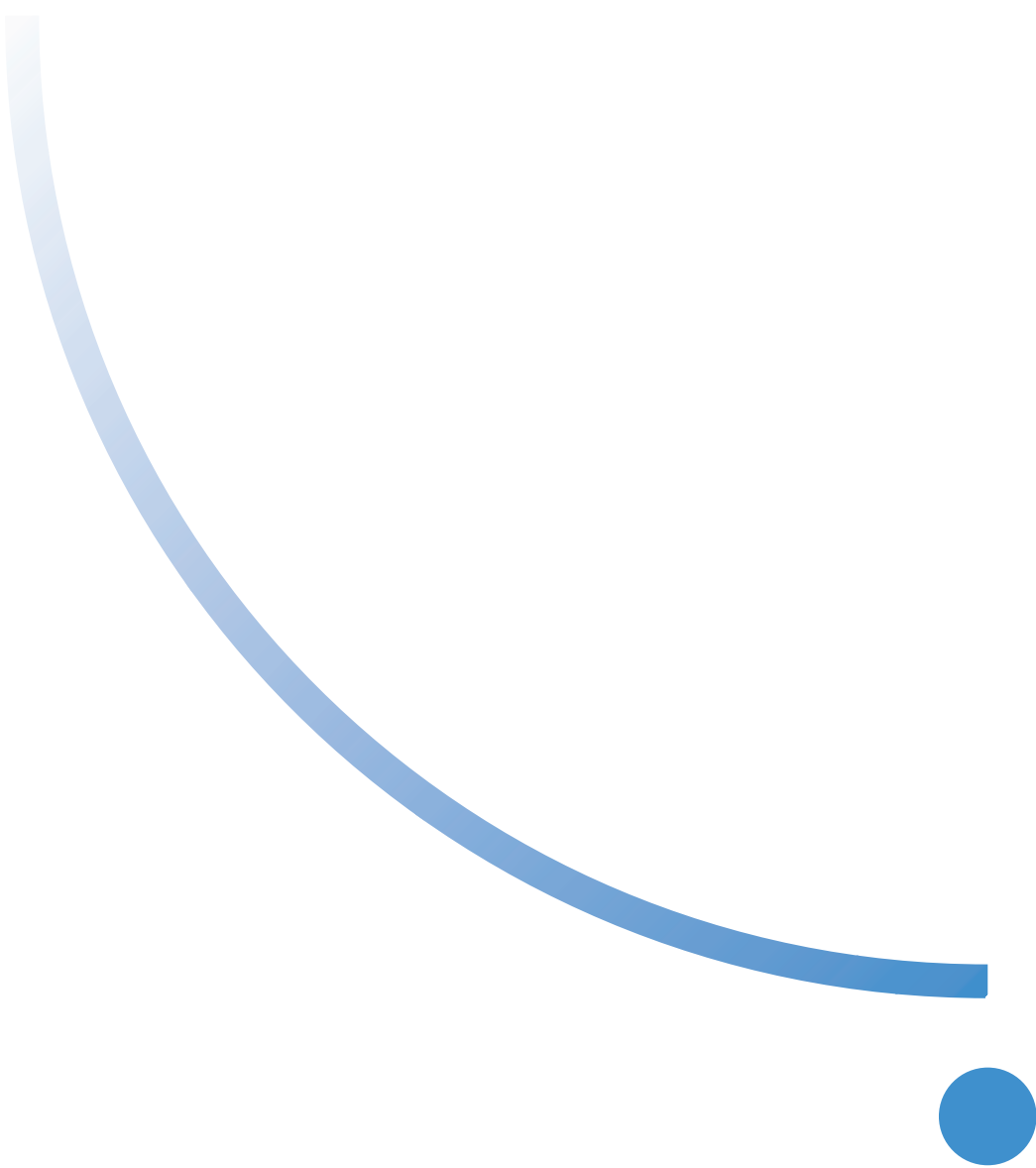
Staying at the Forefront of Change

As we build the Public Service of the future, we must be capable of anticipating change and we must work to stay one step ahead of it. This requires research and scanning for best practices to see where others are going and how they are getting there. We must constantly push what we know further, understand leading edge practices of organizations that are front-runners in their field and be ready to test and apply these practices in our own domain. To support the development of the Public Service of the future, we need a strategy that is built around people and knowledge sharing. Over the next year, we will want to expand our knowledge in these areas through research and scanning for best practices.

> *To support the development of the Public Service of the future, we need a strategy that is built around people and knowledge sharing.*

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* The documents referenced in this report and related background information are available at http://www.ccmd-ccg.gc.ca/. A supplementary print package containing the documents: *A Proposed Continuous Learning Policy for the Public Service of Canada; Guide to Creating a Departmental Training, Development and Learning Policy; Your Personal Learning Plan, and The Learning Organization in Action: Exemplary Practices* accompanies this report and is available from CCMD, Communications, (613) 995-6007.

ANNEX 1
DIRECTIONS FOR THE FUTURE INITIATIVES – SUMMARY AND STATUS

Initiative #	Initiative Name	Description of Initiative	Status
1	Governance System for Learning	Governance system, including governance of learning to be clarified and simplified.	Initiative on Modernizing Human Resources Management in the Public Service provides venue to address
2	Learning as Management Priority	Establish clear corporate management priorities that includes learning.	*Proposed Continuous Learning Policy for the Public Service of Canada* commits to learning as a priority
3	An Evaluation Framework for Learning	Create a framework to assess and guide progress in establishing a Public Service Learning Organization.	Tools proposed in Progress Report; work continuing with leaders of training institutes/learning & development organizations of the Public Service
4	Recruitment for a Learning Organization	Focus on required skills/speed of recruitment	Public Service Commission work ongoing -- CS recruitment through Government On-line useful case study. Initiative on Modernizing Human Resources Management in the Public Service provides venue to address also.
5	Job Classification in a Learning Organization	Importance of valuing knowledge, innovation, teamwork, networking etc.	Initiative on Modernizing Human Resources Management in the Public Service provides venue to address.
6	Recognition, Rewards and Performance Pay in a Learning Organization	Incentive systems that values innovations, teamwork, acquisition of knowledge. a. Performance Pay. b. Departmental recognition and reward systems.	TBSAC working groups on the future of the Public Service considered this and the initiative on Modernizing Human Resources Management provides venue to address.
7	Business Plans	Business plans and performance reports that focus on missions and people.	TBS developed new, streamlined guidelines which include a focus on sustaining capacity.
8	Preserving Corporate Memory	System of elders - retain services of limited number of experts.	Inventory of existing initiatives developed, interdepartmental working group established, TBS and PSC reviewing directives and policies. Possible legislative changes could be considered by Task Force on Modernizing Human Resources Management in the Public Service

Initiative #	Initiative Name	Description of Initiative	Status
9	Professional Coaching	To assist employees achieve breakthroughs in performance.	Individual/organizational action
10	Expertise within the System	a. Allow public servants with particular expertise to take time out to document unique knowledge or expertise. b. Allow public servants with particular expertise to share knowledge through loans/visits.	Individual/organizational action. Linked with initiative 8. Being done by The Leadership Network for ADMs.
11	Retired Public Servant's Experience	Retain small groups of "Masters".	Associated with work on initiative 8.
12	Two-Way Mentoring	Seasoned managers and new recruits mentoring each other.	Individual/organizational action
13	Improved Understanding of Canada, the World and the Public Service	a. Rediscovering the public service - A Visit Program. b. Discover Canada Program. c. Opportunities to stay on top of international issues and global trends.	Currently being planned with APEX. CCMD *Canadien Context* course ongoing. CCMD *Canada in the World* courses ongoing.
14	Mobility	• Identify and resolve barriers to mobility. • Job shadowing.	PSC work ongoing; Commission's Advisory Group developing recommendations.
15	Collective Management of Risk	Meaningful discussion of limits to risk and tolerance for risk-taking.	TBS *Integrated Risk Management Framework* completed. Action Research Roundtable report available Module within *Core Curriculum for Managers* course; additional design work under consideration
16	Training for Innovation and Experimentation	Training for managers/joint training with elected officials.	Associated with work on initiative 15.
17	Learning Innovation Seed Fund	To encourage innovation and experimentation.	Highlighted in Clerk's March 2001 Report to the Prime Minister. LDC proposal in Progress Report.
18	"Learning from Experience" Conference	To recognize innovation and responsible risk-taking.	April 2001 Middle Managers Conference addressed this.
19	Platforms for Sharing Ideas/Knowledge	Regular team and community meetings to review lessons learned.	Individual/organizational action

Initiative #	Initiative Name	Description of Initiative	Status
20	Virtual Networks	Strategic alliance among websites supporting learning to pool and share talent and ideas.	Associated with initiatives 10 and 35.
21	Reflecting Societal Diversity	Building inventory of pre-qualified candidates.	PSC work underway to rebuild inventories.
22	Training Managers to Work with Diversity	To work in cross-cultural environment, set aside biases etc.	Course designed, presented to LDC. Delivery ongoing.
23	Staff Training	a. To prepare employees to work and serve in a cross cultural environment. b. Corporate component for departmental orientation programs.	Individual/organizational action TBS and PSC working on corporate orientation components ongoing.
24	Environment that Challenges the Status Quo	Creating a work environment where debate is encouraged.	Individual/organizational action
25	Team Diversity	Building Teams with a diversity of talents and skills.	Individual/organizational action
26	Roles and Responsibilities for Training and Development	Clarify roles and responsibilities.	CCMD and TDC agreement completed.
27	Horizontal Linkages	Create a voluntary alliance of learning institutions and teams.	Groups has convened, meeting schedule established, work ongoing.
28	Departmental Learning Policy	Every department to have a learning policy with explicit commitment of time and resources.	*Guide to Creating a Departmental Training, Development and Learning Policy prepared Proposed Continuous Learning Policy for the Public Service of Canada sets out a time frame*
29	Individual Learning Plans	To recognize and share responsibility between managers and employees.	Individual/organizational action Tools available (*Your Personal Learning Plan, Learning Coach*)
30	Learning Accounts	a. Portable learning accounts associated with a person. b. Learning passport to recognize individual achievements across the public service.	Research and design work undertaken, LDC continuing work on pilot proposal

ANNEX 1
DIRECTIONS FOR THE FUTURE INITIATIVES – SUMMARY AND STATUS

Initiative #	Initiative Name	Description of Initiative	Status
31	Team Learning Plans	Build on individual effort while supporting team development.	Individual/organizational action
32	Time and Resources for Formal Training	a. Provide time and money for formal training. b. Use of lapsing funds to support formal corporate training.	Commitment to time and resources built into Proposed *Continuous Learning Policy for the Public Service of Canada*
33	Self-Learning and Computer-Assisted Learning	Tools to support self assessment and self-learning.	*Learning Coach* developed. Online library of courses developed and pilot-tested. Future work of LDC to explore corporate approach to e-learning
34	Career Development	Investing in individuals for the overall career not just the current job.	*Core Curriculum for Managers* developed and further course development is underway.
35	Networks	a. Use of networks to develop communities of practice. b. Network of Public Service correspondents.	Individual/organizational action. Examples in *The Learning Organization in Action*: Exemplary Practices
36	Scanning for Best Practices	a. Scanning inside and outside of government. b. Use of knowledge prospectors.	Individual/organizational action
37	Benchmarking	Against the best in the world.	Future work of LDC
38	Feedback from Citizens	On services provided, and mechanisms to respond to concerns and issues.	Individual/organizational action
39	Feedback from Employees	a. Ongoing basis. b. Repeat National Employee Survey every two years.	Individual/organizational action
40	Evaluating Overall Learning Processes and Outcomes	Report annually on departmental performance on learning.	See initiative 3
41	Evaluating Individual Learning Processes and Outcomes	For effectiveness in addressing needs of employees and organization.	Work ongoing, link with initiatives 3 and 27
42	Research	On how to evaluate learning (will be part of Evaluation Strategies - Recommendation #3).	See initiative 3
43	Learning Organization Index	Building on Public Service employee survey.	See initiative 3
44	A Learning Charter	Statement of intent, objectives and commitment to action.	*Proposed Continuous Learning Policy for the Public Service of Canada*

ANNEX 2
PROPOSED CONTINUOUS LEARNING POLICY FOR THE PUBLIC SERVICE OF CANADA

I. Context

The world is in the midst of an unprecedented transformation from an industrial-based economy and society to a knowledge-based economy and society. Just as this transition is changing the way we work, the way we communicate and the way we live, so too, it is changing the way modern societies are governed and the way the Public Service will be called upon to serve Canada and Canadians.

The Government of Canada has recognized that in the knowledge age, *the most important investment a country can make is in its people* -- human capital (the skills and capabilities of people) is to the knowledge age what physical capital was to the industrial age. The industrial age learned the importance of investing in the upkeep, improvement and modernization of physical capital in order to maintain its productivity and avoid rust-out and obsolescence. Similarly, the knowledge age has discovered the importance of people and needs to learn how to invest in people to support creativity and innovation. Living off the existing skills and capabilities of people is no more sustainable in the knowledge age than allowing rust-out and obsolescence of physical assets would have been in the industrial age.

As an organization dedicated to serving the needs of Canadians and their government, the Public Service of Canada must remain worthy and deserving of the trust of those it serves. It must be at the leading edge of public sector management and administration. As an institution, the Public Service must be able to attract and retain its fair share of talent, in an increasingly competitive and highly mobile labour market. To do this, it must be recognized for its sustained commitment to people – their knowledge, know-how and creativity.

As a first step in strengthening this commitment to people, this document sets out a learning policy for the Public Service of Canada. It addresses the importance of training, development and learning in ensuring that public servants of the 21st century are knowledgeable, effective and creative in fulfilling their mission to serve Canadians.

II. Policy Objective

The objective of this learning policy is to build a learning culture in the Public Service and stimulate, guide and promote the development of the Public Service as a learning organization *committed to the lifelong learning* of its people. The Public Service of Canada recognizes that this is critical for the Public Service to fulfill its mission as a national institution in the knowledge age, maintain the trust of those it serves and support the career goals of its employees.

III. Terminology

To begin, a common understanding of terminology is important. Within any learning lexicon, there are many terms that are often used interchangeably and yet may have quite different interpretations. The following definitions are provided for purposes of this learning policy.

Training represents an organized, disciplined way to transfer the *knowledge and know-how* that is required for successful performance in a job, occupation or profession. It is not a one-off or transitory effort, but rather an ongoing, adaptive exercise.

Development refers to all means intended for developing peoples' *skills and abilities* through the practical application of knowledge and know-how. It requires an exposure to diversity of ideas and diversity of experience, through many means such as training, formalized activities of mentoring and coaching, and exchanges.

Learning at the individual level is the acquisition and the creation of *new knowledge and ideas* that changes the way an individual perceives, understands or acts. It is enhanced by the freedom to think creatively and leads to innovation.

Organizational learning occurs through a *collective process* of creating and capturing new ideas, knowledge and insights. As a product, organizational learning is the outcome of the collective learning that takes place in finding new and better ways of achieving the mission of the organization.

Continuous learning is a lifelong process comprised of the sum of training, development, and learning. Once individuals work in an environment where these three activities are present, and actively participate in each, lifelong learning becomes a reality.

Learning organization is a collective undertaking rooted in action. It is built around people, their knowledge, know-how and ability to innovate. It is characterized by continual improvement through new ideas, knowledge and insights which it uses to constantly anticipate, innovate and find new and better ways to fulfill its mission. A learning organization cannot exist without a commitment to lifelong learning for its people, so that the linkages between training and development and learning are sustained.

Personal learning plan is a method of focusing future learning efforts to better reflect an individual's learning needs, interests, and style.
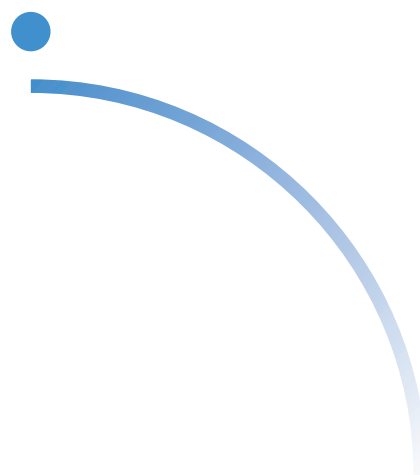
IV. Roles and Responsibilities

Learning is a shared responsibility between the individual and the organization. There is a mutual obligation – an obligation on the part of employees to take charge of their own professional development and an obligation on the part of the organization to offer an environment that is conducive to learning. In the Public Service of Canada, the following responsibilities form the basis of a learning policy:

- **Individuals** must commit to lifelong learning by being:

  - *willing to learn*, to continually upgrade and improve their capabilities;
  - willing to invest time and energy in learning and in integrating learning into their everyday approach to work; and,
  - committed to applying their learning and sharing it with others.

- **Departments and agencies** must ensure that:

  - *employees are provided with* the training, development and learning opportunities to fulfil the organization's mission and job requirements, within the wider context of Public Service values; and,
  - *managers have access* to the training, development and learning needed to fulfil their *corporate responsibility* to manage in accordance with Public Service-wide values, principles and best practices.

- **Corporately**, there are four key areas of responsibilities:

  - To develop and nurture a *Public Service-wide learning culture* that promotes and rewards investments in learning. A coordinated, corporately-led approach is needed to ensure that training, development and learning efforts of individuals and departments/ agencies add up to a significant, cohesive result that serves the interest of the Public Service of Canada and, therefore, Canadians.

  - To identify *fundamental corporate requirements* which are common to all Public Service managers irrespective of department or job and to make available training, development and learning opportunities through which Public Service managers can achieve the necessary proficiency.

  - To identify the *common knowledge needs* of Public Service managers where there is a corporate duty of care by the employer to ensure a common knowledge among all managers or a common need of managers to act in a similar or concerted way and to make available necessary training, development and learning opportunities.

  - To fulfill various *legal obligations of the employer* with respect to training and development as determined through labour negotiations or as established in the *Official Languages Act* and the *Public Service Employment Act*. These legal obligations are not elaborated upon here.

V. Policy Commitments

COMMITMENT 1

THE PUBLIC SERVICE OF CANADA IS COMMITTED TO FOSTERING A LEARNING CULTURE IN THE PUBLIC SERVICE THAT IS ESSENTIAL TO FULFILLING ITS MISSION AS A NATIONAL INSTITUTION IN THE KNOWLEDGE AGE.

Building a Public Service-wide learning culture requires a broad-level commitment. It is a shared responsibility that requires commitment on the part of employees, managers and the organization, as a whole. The commitment by all to building a learning culture will be essential for the Public Service to fulfill its mission as a national institution in the knowledge age and to remain worthy and deserving of the trust of those it serves.

COMMITMENT 2

THE PUBLIC SERVICE OF CANADA IS COMMITTED TO BECOMING A LEARNING ORGANIZATION THAT INVESTS IN THE LIFELONG LEARNING OF ITS EMPLOYEES.

To help foster a learning culture, the Public Service of Canada is committed to becoming a learning organization, committed to lifelong learning. It recognizes that learning occurs all the time, everywhere. It supports both individual and organizational learning and encourages all types of learning. Building a learning organization, committed to lifelong learning will ensure that the Public Service: is able to attract and retain its fair share of talent in an increasingly competitive and mobile labour market; enables its employees to meet the challenges they face in serving Canada and Canadians in the knowledge age; and, provides employees with the environment to achieve their personal career goals.

V. Policy Commitments (cont'd)

COMMITMENT 3

BUILDING UPON THIS PUBLIC SERVICE-WIDE POLICY, ALL DEPARTMENTS AND AGENCIES WILL HAVE A DEPARTMENT/AGENCY-SPECIFIC TRAINING, DEVELOPMENT AND LEARNING POLICY AS SOON AS POSSIBLE -- AND NO LATER THAN MARCH 31, 2003 -- WITH A CLEAR COMMITMENT OF TIME AND RESOURCES.

Organizations supporting individuals in their learning plans will also need to establish commitments of their undertakings and expectations, which recognize the unique aspects of their particular organization, and these may well go beyond the basic commitments set out in this Public Service-wide policy.

While many departments and agencies have established or are working on learning policies, there is a need for a comprehensive approach throughout the Public Service. In order to assist departments and agencies in this effort, the Deputy Minister Learning and Development Committee is working on a template, based on existing models and key criteria, which departments and agencies could use in creating their own learning policy.

COMMITMENT 4

THE PUBLIC SERVICE OF CANADA IS COMMITTED TO ENSURING THAT ALL PERMANENT EMPLOYEES WHO WISH TO HAVE A PERSONAL LEARNING PLAN WILL HAVE AN OPPORTUNITY TO HAVE ONE BY MARCH 31, 2003.

Personal learning plans for all permanent employees will serve to make the commitment to increased training and development in the Public Service of Canada more explicit and to enhance accountability for that commitment. While this is an ambitious goal, it is achievable. The Deputy Minister Learning and Development Committee highlighted the importance of personal learning plans in the report *Directions for the Future*. Since its release in June 2000, useful tools, such as the learning architecture and the Canadian Centre for Management Development's Learning Coach, have been developed to assist in identifying learning needs and in creating personal learning plans. Resources exist – the challenge is to put them to their fullest use.

V. Policy Commitments (cont'd)

COMMITMENT 5

THE PUBLIC SERVICE OF CANADA IS COMMITTED TO MEASURABLE TARGETS AGAINST WHICH TO MARK PROGRESS TOWARD BECOMING A LEARNING ORGANIZATION, COMMITTED TO LIFELONG LEARNING. AS AN INITIAL STEP IN THIS DIRECTION, IT IS COMMITTED TO YEAR-OVER-YEAR INCREASES IN TRAINING AND DEVELOPMENT EXPENDITURES AS A PERCENTAGE OF THE WAGE BILL OVER THE THREE YEARS AFTER THE COMING INTO FORCE OF THIS POLICY, NOT INCLUDING EXPENDITURES REQUIRED FOR OFFICIAL LANGUAGE TRAINING.

Measuring and evaluating learning can be difficult. Systems to capture learning activities and expenditures and methods of evaluating outcomes are not well developed. However, one measure of whether an organization is making progress is its investments in training and development. Achieving improved levels of training and development over the next three years would establish one of the essential building blocks toward becoming a learning organization. With training and development firmly established in the work environment of individuals, other learning activities will be more easily pursued.

COMMITMENT 6

THE PUBLIC SERVICE OF CANADA IS COMMITTED TO IDENTIFYING THE FUNDAMENTAL CORPORATE REQUIREMENTS AND COMMON KNOWLEDGE NEEDS OF PUBLIC SERVICE MANAGERS, TO MAKING AVAILABLE TRAINING, LEARNING AND DEVELOPMENT OPPORTUNITIES TO ADDRESS THOSE NEEDS AND TO FULFILLING ITS OBLIGATIONS AS EMPLOYER WITH RESPECT TO TRAINING AND DEVELOPMENT.

Managers in the Public Service have a unique responsibility. They are responsible for people, and it is through them that culture change will happen. There is a special corporate responsibility to meeting their learning needs through a coordinated, corporately-led approach, so that the result is significant and cohesive across the Public Service. To this end, the corporate obligation to identify the common knowledge needs of managers must be fulfilled and the corporately-established entities be called upon to ensure that the training, development and learning opportunities are available.

V. Policy Commitments (cont'd)

COMMITMENT 7

THE PUBLIC SERVICE OF CANADA IS COMMITTED TO ENCOURAGING AND SUPPORTING THE EFFORTS OF INDIVIDUALS TO IMPROVE AND ENHANCE THEIR PROFESSIONAL QUALIFICATIONS AND ACCREDITATION THROUGH FORMAL EDUCATION, SUBJECT TO THE MISSION AND OPERATIONAL REQUIREMENTS OF THEIR ORGANIZATION.

In keeping with the need to nurture a learning culture, individuals should be supported in their efforts to enhance their academic or professional qualifications or credentials. Encouraging individuals to develop and enhance their professional qualifications and abilities, or pursue further accreditation in their field, will require a practical approach. It may involve partnering with recognized universities or colleges in specialized areas of study, or an expansion of the types of accreditation that are recognized as professional qualifications. However this commitment is approached, it must be supportive of training, development and learning in individual areas of specialization, while also respecting the requirements of the organization in fulfilling its mission.

VI. Measuring , Recognizing, and Evaluating Progress

COMMITMENT 8

THE PUBLIC SERVICE OF CANADA IS COMMITTED TO ANNUAL, PUBLIC REPORTING BY DEPARTMENTS ON THEIR TRAINING, DEVELOPMENT AND LEARNING ACTIVITIES AS A MEANS TO MEASURE AND RECOGNIZE PROGRESS.

To make the implementation of this policy successful, it must be possible to measure and mark progress. While departments and agencies will use their own reporting vehicles, it is recognized that, initially, measuring and reporting on training, development and learning will require extra effort in some departments and agencies in gathering information. However, in the knowledge age, where investments in people are critical to an organization's success, this information will be needed for departmental business planning and priority-setting, in any case. It will also be important to link the measurement of progress with performance reporting, to ensure accountability of managers and management teams in implementing policies and practices conducive to building a learning organization.

A key step in the evolution of effective measurement of training, development and learning will be the creation of a common methodology. Consistent data is necessary for the year-over-year comparisons needed to measure progress at the organizational and corporate levels. The Deputy Minister Committee on Learning and Development is undertaking work in this area, in collaboration with the Treasury Board Secretariat, the Public Service Commission and the Canadian Centre for Management Development.

Evaluating the impact of investments in training, development and learning will be a process that develops over time. This policy will be evaluated after three years of implementation. As this policy is intended to stimulate the development of a learning organization, updates may be required as the Public Service of Canada moves closer to this goal.

A PUBLIC SERVICE LEARNING ORGANIZATION: PROGRESS REPORT
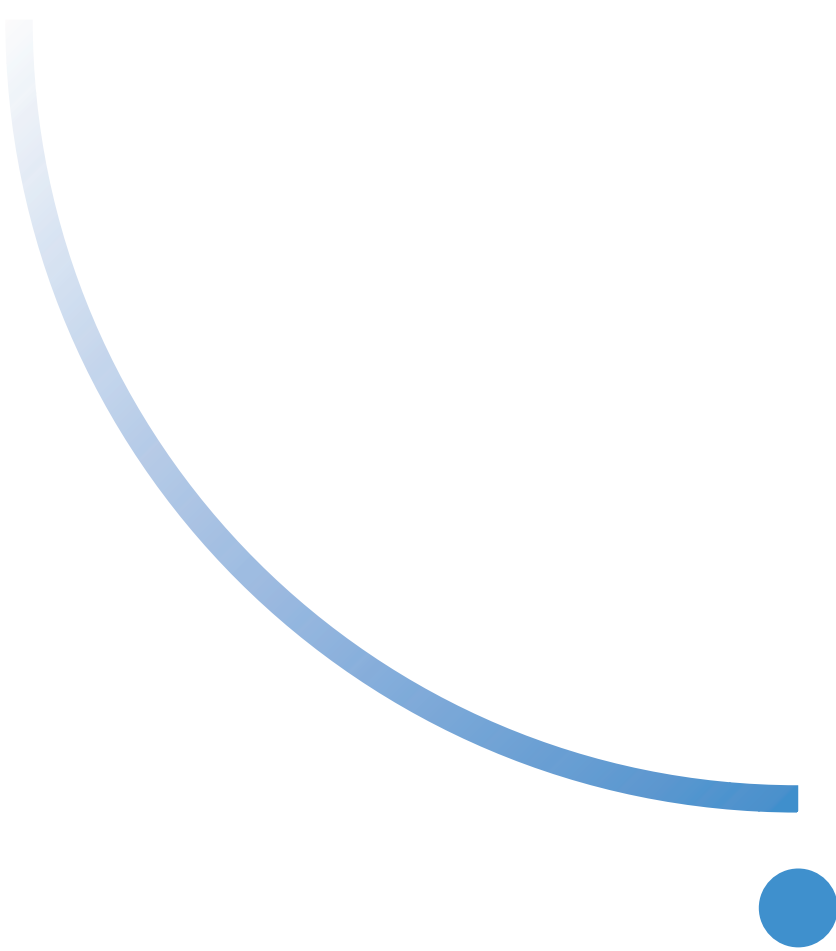
ANNEX 3
CORE CURRICULUM FOR MANAGERS - FALL 2001 COURSE CONTENT

Fundamental Corporate Requirements

Public Service Management: A Primer
G - 216

This three-day course provides newly appointed managers with the knowledge they need to be in a better position to manage in a rapidly evolving public service environment. Managers will gain an appreciation of what is "unique" to their working environment in the Public Service of Canada and of what distinguishes it from other sectors. The course has been designed along three axes:

• The Public Service environment facing managers
• Public Service priorities
• Managers and their unique role

Through a combination of learning methodologies and media, such as access to subject matter experts and group discussions, you will gain an appreciation for the context and tools that you, as a manager, can use to successfully address your challenges and make a real difference in your work environment.

Leading for Results
G - 306

Leading for Results is a leadership course aimed at managers with at least two years experience. Through the theme of "*The Servant Leader*", this three-day course invites each participant to explore the role of values and ethics in a in a servant-leader's life, the need to build communities at work and with partners, and the necessity to be an effective communicator and leader of change as well as to have a deep awareness of self. The course will focus on two of the masteries of leadership:

• Personal mastery which is the ability to be aware of self, to be cognitive of your personal values and your role in leading

• Interpersonal mastery which is the ability to understand that change is the essence of leadership and as such change is a process that you as a leader share in a collaborative way with those with whom you work

The course will be facilitated by persons with a rich background in leadership development, but its success will be highly dependent on the "servant-leaders" who participate.

Common Need-to-Know Areas

Career and Learning Decisions for Better Results (Taking Charge)
G - 218

This two-day course is in line with the trend toward the greater empowerment of individuals to plan and manage their own careers. As organizations keep changing structures, orientation and modes of functioning, it has become clear that employees, as well as managers, must define and plan their careers differently.

To reach this goal you must keep your skills and knowledge up to date. This course will complement your on-going professional development by working with you to develop a broader view of what you want to achieve during your career. During the course you will commit to a personal mission and, using a new learning tool, you will develop an on-going learning plan that will help you achieve it. In other words, you will be encouraged to "*take charge*" of your career and learning decisions in order to achieve better results.

Integrated Resource Management
G - 210

This three-day course provides experienced managers with a forum to discuss key concepts related to the business side of managing in the new Public Service, where the ability to develop and implement a cohesive resource management strategy is a necessary competency. The key feature of the course is that focus placed on the integration of human, financial and information resources.

You will be given the opportunity to think about your role as a decision-maker and to put into practice your ability to make decisions on matters relating to the utilization of resources. Through presentations on the principles of practical management, group discussions and an extended case study, you will sharpen your expertise in resource management.

Support Skills and Competencies

Managing Personal Performance (Building Resilience and Autonomy)
G - 217

This three-day workshop teaches the 'software' of high performance required by today's managers. It draws heavily upon the skills used by international athletes to handle pressure and stay focused in highly competitive environments where results matter. It is designed to enable managers to perform at much higher levels, with consistency, and to experience greater satisfaction and meaning from what they do.

This workshop is skill based. Coping does not lead to satisfaction or excellence. Understanding yourself (awareness), developing will, and learning key survival skills gives you, as a manager, the edge you need in today's fast paced, ever changing reality. These skills are introduced in a building-block fashion, allowing you the opportunity to develop your own mental preparation plans for key individual performances, reaching ambitious long term goals, and facing life's day-to-day challenges.

Managing Human Performance
G - 215

This three-day course deals with the performance contracts established between managers and employees. This is the foundation of a partnership aimed at eliciting superior performance, an outcome that can best be achieved if the expected results are clearly defined and if a relationship of trust exists. During the course, managers will acquire the knowledge and skills necessary to achieve these results. The course focuses on the major roles managers need to play in the management of their human resources.

Supported by easily applicable models, the course takes a very hands-on approach, providing you numerous opportunities for the practice of new skills. It uses a variety of methodologies, such as small group discussions, questionnaires, videos, case studies and role-plays. You will be encouraged to share your own experience with other course participants and a panel of experts.